Skills to Meet the Challenge:
A Training Partnership for Ontario

"Renewing our economy depends on developing a highly skilled, adaptable work force able to attract and sustain investment in this province. Not only must we have jobs for workers, but a skilled worker for every job."

The Ontario Training and Adjustment Board

Ontario

Dear Partner,

Ontario's economy is facing immense challenges and change in an increasingly competitive and global economy. We are acting today to make sure our province prospers in this new economic environment.

The people of Ontario will be the driving force of this prosperity.

Renewing our economy depends on developing a highly skilled, adaptable work force able to attract and sustain investment in this province. Not only must we have jobs for workers, but a skilled worker for every job.

This calls for far-reaching reforms in our province's training system and a new training and adjustment board will lead this reform.

This new board will be an autonomous organization, bringing together those who can best identify and respond to training needs: business, labour, training providers and community/social action groups. The government of Ontario looks forward to sharing its leadership in rebuilding the economy of this province with all its labour market partners.

Our first challenge is to put the new training structure into place. This consultation paper is the first step in that process and we are very much counting on your contribution.

Bob Rae
Premier

Richard Allen
Minister of Skills Development

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Table of Contents

Executive Summary i

Labour Force Development in Ontario: Needs, Challenges, Shared Solutions 1

What this Paper is About 3
The Objectives of Consultation 4
The Need for Reform 5
Shared Leadership: Common Direction 7
Who are these Partners? 7

The Ontario Training and Adjustment Board 9

The Agency's Mandate 10
Key Responsibilities of OTAB 11
OTAB's Program Responsibilities 11

Workplace and Sectoral Training 14
Apprenticeship 16
Labour Force Adjustment 17
Labour Force Entry and Re-entry 19

A Note on Funding of the Training System 20
Policy and Practices Responsibilities 21

Developing Labour Market Information and Policy Advice 22
The Learning Network 23
Developing Local Leadership of Labour Force Development 24
Local Boards 25
Some Key Ideas Regarding Local Boards 26

Leadership of the Agency 28

OTAB's Governing Body 28
Councils to Work with the Governing Body 29

Some Implications of OTAB's Mandate and Key Responsibilities 33

Impact on Services and Deliverers 33
Impact on Ontario Public Servants and Crown Employees 34

Next Steps 36

What is Involved in Creating OTAB? 36
Consultation on OTAB and Local Boards 37
Objectives of Consultation 37
Elements of the Consultation Process 38

Provincial Interest Group Consultations 38
Local Level Consultations 38
Internal Consultations with Public Servants 38
A "Roundtable" of the Key Labour Market Partners 38

Establishing OTAB 39

Designing Accountability 39
Transferring of Responsibilities 40

How to Ensure that You or Your Organization Participate in the Consultation Process 41

Executive Summary

Ontario can no longer rely solely on the skills and talents which have served the province, its firms and its workers so well in the past. Our economy, like other industrial economies, is under immense pressure. More than ever before, the labour force development system must help people and employers make difficult transitions — from school to work, job to job and from skill to skill.

As structural adjustment of Ontario's economy continues, however, one truth has emerged: the success or failure of firms, particularly those using new technologies and manufacturing processes, is going to depend increasingly upon "knowledge" and its application. The key to continued prosperity is the development of industries which rely on well-paid, highly educated, highly trained men and women.

At the same time, the achievement of both economic competitiveness and equitable social participation is becoming more and more crucial. The Government of Ontario is convinced that economic competitiveness and a fair, just society for all are linked inextricably.

These complex challenges facing Ontario cannot be addressed simply by changing program guidelines, or by increasing spending. They require rethinking the way in which decisions about training and labour force development are made. This government proposes that Ontario embark on dramatic and far-reaching changes to its labour force development system. As its starting point, it acknowledges that the key to the future rests with cooperation by employers, workers, educators, trainers and representatives of community and social action groups.

The Ontario Training and Adjustment Board (OTAB), will be an agency of the Government of Ontario and will operate as an independent, self-governing organization. It will be led by representatives of the "key labour force partners": employers, unions, trainers and educators, and a range of social action groups representing women, people with disabilities, racial minorities, and aboriginal peoples.

The government also wants to establish an associated network of local boards. With similar objectives in mind, both Employment and Immigration Canada and the Canadian Labour Force Development Board (CLFDB) believe that concerted, local level leadership is an integral element of achieving a more successful training system. Both levels of government acknowledge that there are gaps, overlaps and duplication in the current system. A key instrument for addressing this is the development of local boards, led by the labour market partners at the local level, which will coordinate training and adjustment programs and services currently funded by the federal and provincial

governments. More detailed information on a joint federal-provincial-CLFDB approach to consultations on local boards will be included in a separate "kit" which will be released shortly.

OTAB will have financial and administrative control over Ontario's publicly funded training and labour force development programs. OTAB's broad mandate will be to ensure that: Ontario's labour force development programs are designed, delivered and assessed in accordance with the various training needs and priorities of Ontario's economic objectives, its employers and its current and potential workers; higher levels of private sector investment in training are achieved; and that programs and services are better coordinated to improve access, equity and participation for all Ontarians.

OTAB's broad objective is to facilitate a dramatic transformation of attitudes and behaviour towards the acquisition and use of employment-related skills.

OTAB will have key responsibilities in two areas: programs; and policies and practices. OTAB's programs and services will fall into four broad labour force development categories: workplace and sectoral training; apprenticeship programs and related services; labour force adjustment (programs and services for workers affected by significant change in the workplace); and labour force entry/re-entry programs, to assist individuals to enter Ontario's paid labour force for the first time, or to re-enter after a prolonged absence.

OTAB's key responsibilities in policy development and in the initiation of new workplace and training practices will involve: developing a base of provincial and local labour market information and providing policy advice on the full range of labour force development issues; developing and promoting new labour force development practices through a *"Learning Network"*; and supporting local boards (which will also serve functions for the federal government). This will include providing guidance, technical expertise and resources to facilitate the development and operation of local boards.

The establishment of OTAB is seen by the government as a logical outcome of the ideas and proposals made by various groups and organizations provincially and nationally, over the past several years.

It is hoped that the consultation process will result in a shared commitment by the labour market partners to work together towards the transformation of Ontario's training and adjustment system. This consultation is the first step in the implementation of OTAB.

Labour Force Development in Ontario: Needs, Challenges, Shared Solutions

Ontario's labour force consists of hundreds of thousands of people, each with different jobs, skills and needs. The economic opportunities open to them depend, in part, on the rate of growth in the economy. When the economy grows strongly, the labour force expands and new opportunities arise. When it does not, jobs and opportunities also are reduced.

A traditional role of government is to help employers, unions, educational and training organizations, and individual workers develop skills in response to changing labour market conditions. Government ensures that suitable training opportunities exist, that barriers to employment are reduced and that employment standards are established and maintained.

When the pace of economic change accelerates, training and labour force adjustment become critical factors in determining the success with which individuals and organizations can cope with change. The Government of Ontario views training as something to which every individual is entitled — whether through the efforts of employers, unions, individuals themselves, or access to publicly funded training programs.

"This government understands that there must be a marriage and an understanding between those who are involved in the creation of wealth and those who are preoccupied with the issues of social justice."

Premier Bob Rae to the Premier's Council, June 1991.

As the pace of economic change accelerates, employment changes occur more rapidly, as do changes in the composition of the labour force. The significant changes in the pattern of economic activity now occurring constitute a process of "structural adjustment". Industries that have been part of the provincial landscape for decades are in decline. While new industries are emerging to take their place, the job opportunities they create, and the skills they demand, may be quite different from those that existed previously. Even in industries which are holding their own, the expectations of employers and the needs of workers are changing dramatically

In a period of intense structural adjustment, the success or failure of firms, especially those using new technologies and manufacturing processes, will depend increasingly upon "knowledge" and its application. Under these circumstances, the challenge for labour force development becomes more complex. It must help individuals, and their employers, make increasingly demanding transitions — from school-to-work, job-to-job and skill-to-skill.

Effective training is one key to the achievement of both economic competitiveness and equitable social participation. Firms cannot survive if they are pushed to the margins of their ability to operate, and individuals cannot thrive if, from a lack of skills and opportunities, they are forced to live on the margins of poverty. The Government of Ontario is convinced that economic competitiveness and a fair, just society for all, are linked inextricably.

Three stories illustrate just a few of the personal challenges faced by Ontario's people in today's labour market. They are "composite" stories, and although they do not describe actual people, they do describe a few of the many real problems which some people face.

Until last December, Ted worked as a machinist for a small manufacturer of steel office furniture in a Southwestern Ontario city. His employer valued his work — he had 23 years with the company. In order to remain viable in a very competitive business, his firm, in consultation with the union, decided to invest in new technology — steel fabricating equipment which uses digital controls that require relatively complex skills in programming and fault diagnosis.

Although committed to retraining long-term workers like Ted, the firm reluctantly concluded that Ted, like others who left school after grade 10, simply did not have the necessary foundation of math and literacy skills to enter a highly technical and expensive retraining course. In fact, the firm experienced a critical skills shortage. Over the years neither Ted nor his employer realized his lack of these skills. The union did arrange alternative positions for some workers. Ted is lucky. He still has a job while others were let go. But his old job disappeared and his new one is not as fulfilling and pays much less.

Lucia is confused. Coming to Toronto from the Philippines five years ago was not easy, and working as a domestic for minimum wage while waiting for her permanent resident status did not leave much money to start a new life. She does have a high school graduation certificate and work experience from her home country, and would like to build a career based on these. However, her work hours make attendance at a training course difficult and the course fees are expensive.

Lucia now works hard at a full-time job which pays minimum wage — just like her domestic jobs did. She knows that in her current job she earns less in real terms than she did three years ago. But the job took a very long time to find. She wants to work in a higher paying field but does not seem to be getting any closer to that goal.

Claudine would like to help. She works as an office manager for an automotive repair and parts supplier in a small Northeastern Ontario town. Five of her co-workers have lost their jobs in the past nine months. For some of them it was their first job out of school; two are now on social assistance, because their unemployment insurance has run out. Business is in a slump because the entire town is dependent on one or two employers who are also in trouble.

"Over the next decade Canada will face the challenge of adapting to fundamental structural changes as its economy moves from one historically dominated by resources to one rich in the new economic activity of the technology, service and information sectors."

Partners for People, A Human Resource Adjustment and Development Strategy for the 1990s, the Provinces and Territories, November 1989.

One of Claudine's tasks is to deal with personnel issues — including laying off people. She would like to help them arrange for training. Her boss and some of the others in the Chamber of Commerce also want to help. It seems to her such a waste for people to be unemployed and not developing new skills at the same time. She knows that many could benefit from adult literacy courses, especially in French, the main language of business in her town. But she cannot seem to figure out which government office does what. She gets lots of information and brochures on programs which seem to be available but, for some reason, are not accessible in her area. She thinks someone should do something about this. She would like to get involved.

Stories like these are now typical. Ontario must be committed to changing these patterns — where adults are prevented or discouraged from enjoying learning opportunities. Labour force development is adult learning; learning that would help people to participate fully in society as individuals, and to participate fully in the economy as productive employees.

"The importance of facilitating a life-long education and training culture, and the ability to deliver it, is therefore difficult to overstate."

A Framework for a National Training Board: The Report of the Phase II Committee on the Labour Force Development Strategy, Canadian Labour Market and Productivity Centre, July 1990.

Our system must function better if we are going to take advantage of new opportunities and challenges. Labour force development must be more relevant to the needs of employers as well as current and future employees.

The key to continued prosperity is the development of industries which rely on well-paid, highly educated, highly trained men and women. In turn, this will generate the kind of wealth which can ensure that those who traditionally have been under-represented in the workforce will have access to training opportunities that will lead towards their more equitable participation. Training and industrial development go hand in glove.

This government proposes that Ontario embark on dramatic and far-reaching changes to its labour force development system. As its starting point, it acknowledges that the key to the future rests with cooperation by employers, workers, educators, trainers and representatives of community and social action groups.

What this Paper is About

The Government of Ontario wants to develop a new organization to provide shared, cooperative leadership of Ontario's labour force development system. This new organization — a provincial agency called the Ontario Training and Adjustment Board (OTAB) — will be led by representatives of business, labour, trainers and educators, and social action organizations. The government also wants to establish an associated network of local boards, which will be jointly designated by the provincial and federal governments. These local boards will be described in detail in a separate paper.

Once OTAB is established, the Ontario government will provide broad policy direction and ensure public accountability for provincial funds managed by the new agency. Until then, the government will continue directly to fulfil the full range of training and adjustment responsibilities. It will also play a new kind of role, as facilitator of the development of OTAB.

This paper describes the proposed Ontario Training and Adjustment Board. It provides a view of OTAB's principal features, broad mandate, key responsibilities, leadership, organizational structure, relationship to government, as well as some implementation considerations.

Some ideas and proposals are included regarding the role that OTAB would play in reforming existing training and labour adjustment programs. However, this paper does not seek to describe new programs, announce new funding, or propose new ways to finance public training. It is really about leadership; and about shared participation in the design and management of the labour force development system.

"More than one million workers experience difficulty in finding work every year as a result of lack of skills. The consequences of unemployment, for individual Canadians and the country as a whole, cannot be overestimated. The people most affected by market changes and occupational shifts are those with limited skills and education, as well as older workers."

Success in the Works: A Policy Paper, Employment and Immigration Canada, April 1989.

The Objectives of Consultation

The government anticipates that substantial changes in Ontario's labour force development system will follow the establishment of OTAB. These changes will not occur overnight, nor will OTAB be fully implemented in simply a matter of months. The proposals in this paper are ambitious and represent a major change from the status quo.

The establishment of OTAB is seen by the government as a logical outcome of the ideas and proposals made by various groups and organizations provincially and nationally, over the past several years.

It is hoped that discussion of these proposals will lead further towards a common direction and a willingness to participate in this approach. The views of all labour market partners will be sought to contribute to shaping the form of OTAB. Ideas and creative thinking are required on many issues. This consultation is the next step in the implementation of OTAB.

Some features described in this paper represent the provincial government's preferred approach — for example, on the proposed composition of OTAB's governing body. Where a preferred approach is identified, it reflects a combination of factors: the government's values, ideas proposed by the previous Premier's Council and various key interest groups, the experiences of other jurisdictions, and the government's sense of where a suitable compromise may lie between the views of the different labour market partners.

Other features — such as the functions of the proposed *Learning Network* — are presented in a more preliminary way. In such instances, a number of possible approaches are offered for further refinement or redefinition as a result of the ideas and views generated by the consultation.

The government regards the creation of OTAB as an initial step towards re-defining formal authority over Ontario's labour force development system, based on extensive cooperation between the labour market partners. The agency proposed in this paper is the framework of this cooperative approach. Once established, it will become the environment from which subsequent consensus will emerge among the labour market partners.

This consensus — which, on some issues may be difficult to achieve — will determine the direction of Ontario's labour force development policies and the shape of its programs.

The Ontario Government's role will be to facilitate the development of OTAB and ensure that its activities and achievements are consistent with other aspects of economic and social policy. Training and other human resource development policies cannot exist in isolation from Ontario's industrial strategy or its social development, equity and environmental objectives.

In each part of this paper, questions are included to assist the reader in formulating a view and expressing it in the form of advice to the government. Although specific questions are not included on every aspect of this paper, advice and views on any issue are welcomed from interested organizations, as well as individuals. At the end of the paper, a description of the consultation process is provided. This will assist you to determine where and how to contribute your views to this important process.

"The initiative for consensus-building in many (OECD) countries has often come from employers and unions themselves... The role of government in many cases has been that of facilitator."

The Role of Consensus-Building in Economic Performance (In the Quarterly Labour Market and Productivity Review), Canadian Labour Market and Productivity Centre, Summer 1991.

The Need for Reform

The proposals and ideas which follow reflect discussions between the government and business, labour groups, community organizations, educators and individuals about their views on labour force development in Ontario. Some of these discussions focused on two reports of the earlier Premier's Council on Technology: ***Competing in the New Global Economy***, released in April 1988; and, ***People and Skills in the New Global Economy***, released in July 1990. This latter report included a proposal for the creation of a new provincial organization, led by business and labour, to transform Ontario's training and adjustment system.

Reports and initiatives at the international, federal, provincial and community levels also contributed to the discussions resulting in this paper. Throughout this process, consensus appears to have emerged on a number of challenges facing the current system. Some of these challenges are highlighted below:

- ✓ Governments need to ensure that labour force development policies support economic and social policy objectives and their inter-relationship
- ✓ Business, labour and community groups should have increased "ownership" of and involvement in leading the training system
- ✓ Deliverers of publicly-funded training need to reduce unnecessary competition, overlap and inefficiencies in existing programs and services
- ✓ All labour market partners need to stress the links between workplace training, labour adjustment and "entry/re-entry" training within a single labour force development system
- ✓ Collectively, Ontario's employers need to increase substantially the quality of workplace training and their financial investment in human resource development
- ✓ Employers, labour and educators need to reform apprenticeship and expand its role in the school-to-workplace transition.

"What is required is a major change in the way training is viewed...Training must be accepted by all of the players as a normal, on-going part of working life."

Empowering Workers in the Global Economy: A Labour Agenda for the 1990s, United Steelworkers of America, October 1991.

Significant agreement already exists on the challenges we face. However, consensus remains to be found on many of the solutions.

Questions for Discussion

The above points emerged as common themes in discussions with interest groups and in the growing body of literature on training and labour force development.

Are there points of general consensus which you feel are left out of the above or are inappropriately included?

From your perspective, are there specific priorities which should be established in responding to the challenges noted above?

Shared Leadership: Common Direction

Ontario's training and adjustment system is the largest and most complex in Canada. Spending on training by both levels of government is significant. In 1991, the federal and provincial governments together will spend over $1.5 billion on training and adjustment programs in Ontario. For many firms, unions and individuals, sorting out which government does what has become a tremendous source of frustration.

Within the Ontario government, forty-eight (48) training, adjustment and access programs are operated under ten (10) different ministries. Some of these programs are delivered directly by public servants, while others are delivered through provincial institutions such as colleges, or through various community agencies as well as municipalities and labour unions. Many programs were developed in response to government's understanding of the needs of business, labour, educators, and social action groups. However, these groups have never had the opportunity to shape or strategically lead the training system as a whole — a system intended to respond to their demands.

To date, not enough effort has been made to develop a shared, cooperative view on labour force development policy and programs by all key players in Ontario's labour market. This demonstrates the need to reconsider leadership of the system itself. The challenges facing Ontario cannot be addressed simply by changing program guidelines, or by increasing public spending. They require re-thinking the way in which decisions about training and labour force development are made.

This means examining who should assume responsibility for ensuring those decisions are carried out. In a society and economy as complex as ours today, no single group alone can assume these tasks — only a cooperative, shared approach by the labour market partners will work.

Who are these Partners?

If Ontario's training needs are to be met in the next decade and beyond, we must be able to harness the commitment and creativity of those directly concerned with the labour market. This group includes: employers in all sectors; labour unions; employed workers; those seeking to enter or re-enter the labour force; trainers and educators; and, a range of social action groups which represent those whose needs must be more equitably met.
With adequate support from government, they can collectively assess labour force development priorities and determine how best to ensure acquisition and retention of relevant skills.

"Many of these problems reside in the lack of active participation and cooperation between the principal labour market parties — management and labour — and revising and implementing training strategies."

People And Skills In The New Global Economy, Premier's Council on Technology, 1990.

"... the proliferation of programs and overlapping jurisdictional responsibilities generates confusion, not effective choice... Trying to get at government training programs is sometimes like trying to shop at a supermarket whose location is undisclosed and whose prices are kept secret."

People And Skills In The New Global Economy, Premier's Council on Technology, 1990.

Public Expenditures on Labour Market Training

Selected OECD Countries, 1987
(As a Share of GDP)

OECD Country	*Labour Market Training*	*Income Maintenance*	*Total Expenditure*
Denmark	0.52	3.89	5.03
Sweden	0.49	0.30	2.66
New Zealand	0.45	1.07	1.72
Germany	0.29	1.35	2.34
Finland		1.63	2.39
France	0.27	2.33	3.07
CANADA	0.22	1.68	2.24
United Kingdom	0.11	1.68	2.57
United States	0.11	0.59	0.83
Australia	0.03	1.21	1.53
Japan	0.03	0.42	0.59

Ontario is not the only industrial jurisdiction to recognize the need to involve labour market partners in leadership of the training system. In varying ways, countries such as the Netherlands, Germany and Sweden have each developed mechanisms to increase employers' and workers' responsibility for labour market decisions. Similar forms of shared and cooperative leadership are also evolving at the federal level, through the recent establishment of the Canadian Labour Force Development Board. In the United States, a number of state governments are striving to reform their training systems under various models of "partnership" and private sector investment.

The extent of the changes proposed in this paper should not deter us. It is worth noting that organizations like the German Federal Institute for Training and the Swedish National Board of Employment Training were both established in the early 1950s. They are widely acknowledged to have evolved into outstanding examples of leadership in labour force development and labour market policy.

Implementing a new approach to leading a training system is a complex task as well as an evolutionary process. It will take some time for OTAB to become fully established. Current training efforts will not stop; reform of existing programs will not necessarily be placed on hold. The government believes that the Ontario Training and Adjustment Board can, in time, ensure that our labour force development system is second to none.

Questions for Discussion

This paper presents the view that a new approach to leadership of the labour force development "system" is required. Are there barriers to this approach which have not been identified and, if so, what are the possible solutions to these barriers?

The Ontario Training and Adjustment Board

The Ontario Training and Adjustment Board (OTAB) will be an agency of the Government of Ontario. It will operate as an independent, self-governing organization, led by representatives of the "key labour force partners": employers; unions; trainers and educators; and a range of social action groups representing women, people with disabilities, racial minorities and aboriginal peoples. OTAB will receive its authority through legislation and will be subject to the broad policy direction of government but will have independence in its strategic decision-making and day-to-day affairs.

The principal features of OTAB as an agency are its mandate, key responsibilities, leadership, organizational structure, and its relationship to government and the proposed local boards (which will be discussed in this paper but described in greater detail in a separate consultation paper).

"...the general aim should be to create a political and social consensus to reform and integrate employment and social protection policies so that they foster economic opportunity and activity for all individuals."

Labour Market Policies for the 1990's, Organisation for Economic Co-operation and Development, 1990.

The government believes that OTAB should not be an organization parallel to existing government activities; nor should it be an additional layer of bureaucracy. This view is shared by most, if not all, of the labour market partners consulted to date. Indeed, there is an almost universal perception that the training system is already too complicated and that the existing machinery of government is not sufficiently responsive to labour market needs.

Consequently, the creation of OTAB will mean a *shift of certain functions* from government to a new cooperatively-led agency. This will result in a change of emphasis in the Ontario government's role. The government will move away from direct implementation of labour force development policy. Its priority will be to facilitate shared ownership of labour force development problems and their solutions and to empower OTAB to fulfil this role within the government's policy framework.

Unavoidably, a number of terms are used throughout the paper to describe different kinds of functions or activities. Two terms are important enough to note at the outset. ***Program management*** or ***management*** refers to the range of functions associated with making key program design and administrative decisions — i.e. determining on a provincial scale how a program is to be developed, funded, implemented and evaluated. Management is exercised through financial and administrative control of programs. ***Delivery*** refers to the *direct* relationship between the provider of service (the trainer) and the user of service (the client).

For example, the Ontario government is currently responsible for *program management* of the Help Centres program. However, actual *delivery* is the responsibility of community-based organizations which operate under a contractual agreement with the Ministry of Labour. Most of Ontario's labour force development programs are delivered in this fashion, either through colleges or so-called transfer payment agencies.

The Agency's Mandate

OTAB would assume direct authority for Ontario's publicly funded training and labour force development programs. Once *management* responsibility for existing programs is transferred to the agency, it would begin the challenging task of reforming provincial programs and delivery systems. OTAB's broad mandate would be to ensure that:

- Ontario's labour force development programs are designed, delivered and assessed in accordance with the various training needs and priorities of Ontario's economic objectives, its employers and its current and potential workers

- Higher levels of private sector investment in training are achieved and sustained, comparable to or surpassing leading international levels

- Programs and services are better coordinated to improve access, equity and participation for all Ontarians.

Although much of OTAB's mandate is directed towards the private sector, it is expected that some of its initiatives and activities, such as practices related to workplace training and co-determination of training needs, would apply to public sector employers as well. Indeed, in many areas, the boundary between public and private is quite blurry.

OTAB's broad objective is to facilitate nothing less than a dramatic transformation of attitudes and behaviour towards the acquisition and use of employment-related skills. This transformation should result in higher levels of training and increased effectiveness of that training, in support of equitable participation in Ontario's economic and social life.

"...what is needed is the visible, concrete existence of an agency with the appropriate responsibilities that can be held accountable for meeting its objectives ... without the stable, visible, ongoing administrative agency, specific programs will come and go and make little impact on the broad themes we have raised and on large numbers of individuals."

Employment Futures: Reorganization, Dislocation, and Public Policy, Paul Osterman, 1988.

Questions for Discussion

The three reform challenges are described as the core of OTAB's mandate. In your view, are there other possible broad priorities which are not captured by the above and should be considered for inclusion in OTAB's broad mandate?

Key Responsibilities of OTAB

OTAB would have *program management* responsibilities for the range of provincial training and adjustment services now managed directly by the Ontario government. The principle factor guiding the decision about which specific programs are to be included under OTAB is whether or not a program or service is entirely or primarily focused on labour force development.

It is important to clarify that OTAB would *not* assume responsibility for direct *delivery* of programs which are now provided through transfer payment agencies, colleges or the range of other public or private organizations which now fulfil this role. It is not intended that OTAB become a deliverer of new programs. *Where provincial government funded programs are delivered by any form of transfer payment agency, it is expected that this delivery function will continue to be fulfilled by these same organizations.*

However, OTAB would assume the broad design and funding decisions over these programs. This function is now performed by more than five different ministries, with varying degrees of consultation and participation by the labour market partners. Indeed, an important objective of OTAB is to ensure that those most affected by programs have a direct role in decision-making regarding design, allocation of resources and evaluation of results. Of course, over time, OTAB may desire to end, change, replace or add programs, as labour force development needs and priorities evolve.

OTAB's Program Responsibilities

OTAB's programs and services would fall into four broad labour force development categories:

- Workplace and sectoral training (sector referring to area of economic activity such as steel, automotive, or electronic manufacturing, insurance or financial services, construction, agriculture, food processing, health services, transportation, etc.)
- Apprenticeship programs and related services
- Labour force adjustment (programs and services for workers displaced through an employer's reduced level of operations, voluntary or involuntary closure, or affected by significant change in the workplace such as locational or technological change)
- Labour force entry/re-entry programs (sometimes referred to as "pre-employment" training) to assist individuals to gain access to work or to training opportunities.

In a way, OTAB's mandate can be seen as authority over spending "envelopes", with each envelope corresponding broadly to the four kinds of activities noted above. Although OTAB's organizational design will depend on information and ideas generated from this consultation paper, these categories serve as a useful way to look at OTAB's responsibilities.

OTAB would work closely with government to define broad policy directions and identify the suitable level of public funds for each spending envelope. Within these broad parameters, OTAB would have responsibility for setting program priorities, developing and designing new programs and reforming existing programs and service delivery. Authority for expenditures on specific programs within each envelope would rest with OTAB, although the agency's latitude to reallocate funds between envelopes should be subject to government's consent.

"Skills training must be developmental. Every training program must teach skills in a way that goes beyond a particular job and leaves the trainee better able to take on different tasks in the future."

Education and Training: 33rd Annual Convention, Ontario Federation of Labour, November 1989.

Programs in these four labour force development categories will form the core of OTAB's responsibilities. Together, these categories span a range of formal and informal learning opportunities which individuals will participate in throughout their working lives. The term "life-long learning" includes far more than school-based education which is normally received in the first two decades of life. It also means learning experiences which assist a person in adapting to new challenges and opportunities created by the changing nature of employment and economic activity.

Most of the programs over which government would transfer authority are identified in Table 1, which includes a brief description of each program's clients and how programs are currently delivered. Although the government sees these programs as primarily concerned with labour force development, further analysis is required to determine precisely which functions or staff would be included in a shift to the agency.

Table 2 contains a list of provincial programs which may or may not be included under OTAB and require more detailed analysis and discussion. Some of the programs in Table 2, such as English as a Second Language, are delivered through school boards and are not labour force development programs per se. However, programs such as ESL play an important role in life-long learning and deserve consideration in relation to OTAB's entry/re-entry responsibilities.

In both Tables, many of the programs and services listed are delivered through a range of agencies, community organizations, employers, unions, school boards and colleges. These deliverers are immensely important in ensuring that quality programs are widely available throughout the province. OTAB would assume funding and management responsibilities over many of these programs, and the stability of service deliverers will be an important consideration in its activities.

Table 1

Programs Identified For Inclusion in OTAB

Labour Force Development Programs and Services	*Clients*
Workplace and Sectoral Training	
Community Industrial Training Committees (CITC)	• Employers (individuals working for participating employers)
Multicultural Workplace Programs	• Employers, especially those with diverse workforces
Ontario Basic Skills in the Workplace (OBSW)	• Employed individuals requiring basic skills
Ontario Skills	• Employers (some self-employed & unions)
Ontario Skills Development Offices (OSDO's)	• Employers (some self-employed & unions)
Ontario Training Corporation (OTC)	• Employers, trainers (some workers & unions)
Sectoral Training Initiatives – such as the Sectoral Skills Council of CEEMI	• Unions, employers (individuals working for participating employers)
Tech & Tech	• Individuals
Traineeships	• Individuals, unions, employers
Training Trust Funds	• Unions, employers (+ individuals in participating workplaces)
Apprenticeship	
Apprenticeship	• Individuals, unions, employers
Laid-off Apprentices	• Registered apprentices on temporary lay off
School-Workplace Apprenticeship Program (SWAP)	• Senior secondary students, employers
Tool Fund	• Individual apprentices
Trades Updating	• Individual "journeymen"
Women's Access to Apprenticeship Programs	• Women, employers, unions
Labour Force Adjustment	
Adjustment programs	
• Adjustment Committees	• Displaced or threatened workers (i.e. affected by plant closures and downsizing)
• Joint Ventures	• Displaced or threatened workers and communities
Help Centres	• Unemployed adults (25+)
Special Labour Adjustment Initiatives ▲	• Unemployed individuals
Transitions	• Displaced workers (45+) on layoff or on notice of layoff
Labour Force Entry/Re-entry	
Employment Programs*	• Persons with disabilities and social assistance recipients
Futures	• Youth (16-24 or up to 29 if disabled) who have been out of school or work for 12 weeks or longer
Northern Training Opportunities Program (NORTOP)	• Employers in Northern Ontario (individuals working for participating employers, who are recent graduates under 30 or students returning to school)
Ontario Basic Skills	• Adults (24+) requiring basic skills
OBS Special Support Allowances	• Clients participating in OBS
Ontario Community Literacy	• Adults (24+) requiring basic literacy
Other Literacy Programs	• Individuals requiring basic skills
Youth Employment Counselling Centres	• Employment disadvantaged youth (15-24)

* *Currently being re-designed with the expectation that parts of these programs will be transferred to OTAB.*

▲ *A package of programs involving 5 ministries targeted to particular client needs.*

"The sheer number of programs, complicated by many points of access and terms of eligibility, makes it difficult for those seeking training to know what exists and for training deliverers to address client needs."

People and Skills in the New Global Economy, Premier's Council on Technology, 1990.

Table 2

Other Provincial Programs

Programs and Services	*Clients*
Program for Older Worker Adjustment (POWA)	• Displaced workers (55 and older) involved in "major" lay-offs with exhausted U.I. benefits
English as a Second Language (through School Boards)	• Adult non-English speaking immigrants
Environmental Youth Corps	• Youth (15-24, or up to 29 if disabled)
Ontario Rangers	• 17 year-old secondary school students
Programs for Student Training	• Municipalities and recent graduates of secondary or post-secondary school
Sheltered Workshops	• Individuals with disabilities
Students Training in Industrial Relations (STIR), Students in Personnel (SIP)	• Post-secondary school students
Summer Experience Program	• Youth (15-24, or up to 29 if disabled)

"The skills of our people are our single most important competitive advantage. We must make an aggressive commitment to building an educational and training infrastructure equal to the best in the world."

The Aggressive Economy, The Canadian Manufacturers' Association, June 1989.

In addition to assuming responsibilities for many of the programs currently funded by Ontario, OTAB would pursue significant improvements in the way activities in each category are approached. A number of possible priorities and ideas on such improvements are provided below. One of the objectives of this paper is to ensure that these priorities, along with any suggestions generated during the consultation process, have broad support.

Workplace and Sectoral Training

These programs provide services to employers, the self-employed, unions and employed workers who receive all or some of their training in a place of work. OTAB would be responsible for implementing substantial qualitative and quantitative improvements in workplace and sectoral training. Specifically, it would focus on realizing four interconnected priorities:

✓ Increased emphasis on portable, generic and certifiable skills. *Portable* refers to skills that have value in a variety of related work settings, *generic* refers to basic skills which all workers need to have, such as numeracy and literacy, and *certifiable*, refers to skills which are formally recognized in a variety of work settings (or jurisdictions). Training with these characteristics would recognize the value of skills and knowledge as important factors in productivity, job security and mobility

✓ Greater "co-determination" of training and human resource development needs by employees and management. Training decisions should arise from a shared view of training needs and priorities. Developing this shared view is closely linked to issues such as work organization, job structure and labour/management relations

- ✓ Substantial and measurable growth in private sector investment in training and skills development. This would involve a number of challenges for OTAB, such as developing the means to identify and measure actual training expenditures by employers in different sectors. OTAB would then be in a position to establish suitable benchmarks or targets for training investment, which would take into account the characteristics of different sectors and prevailing economic conditions. A national training survey project of the Canadian Labour Market and Productivity Centre will likely provide some useful data for OTAB on practices in Ontario organizations

- ✓ Development of strategic cooperation in training and adjustment at the sectoral level and at the local level, where "networks" or other types of inter-employer cooperation on training can be encouraged.

Sectoral or inter-employer training arrangements deserve special emphasis. These arrangements bring together management, labour and other participants for cooperative training and adjustment initiatives. This can be particularly useful where needs are common and where benefits as well as costs can be shared fairly among partners.

In sector-wide or inter-employer arrangements, employers and workers both gain. On the one hand, workers gain by acquiring portable and certifiable skills which can be used throughout a particular economic sector or beyond. On the other hand, employers benefit through economies of scale (i.e the cost of training per worker decreases as greater numbers of workers are trained) in the funding and efficiency in the delivery of training.

Experience with sectoral agreements in Ontario is relatively recent. However, the broad principle is that the cost of jointly determined training is shared by employers, workers and governments, on roughly an equal basis, with the precise nature and level of worker/employer contributions left to negotiation. In some agreements, employers and employees both contribute directly into a form of trust fund, which is then used to finance training.

In other agreements, the employee contribution is made on behalf of workers by the employer. Under either approach, a guarantee of a certain amount of public training funds is said to "lever" private sector expenditures. Whether public funds "lever" private-sector funds or the other way round, the result should be a measurable increase in private sector investment in people's skills.

Sectoral arrangements may emerge on a national scale, provincially, or at a local level. At the community level, greater cooperation between employers on skills training can reduce "poaching" — loss of trained workers to employers unwilling to invest in training their own employees. Inter-employer training

Canada's Competitive Ranking Among 23 Industrial Countries, 1991

Factors	*Ranking*
• Health	1
• Infrastructure	2
• Skilled Workers	5
• Domestic Economic Strength	10
• Effectiveness of schools system	11
• R & D spending as a % of GDP	15
• Internationalism	16
• Science and Technology	17
• Union/Management working to mutual benefit	19
• **Effectiveness of Company Training Programs**	**20**

Source: *World Competitiveness Report*, World Economic Forum and the International Institute for Management Development, 1991.

"Canada is falling behind ... Canadian companies spend on average only half of what is spent by US employers [on training]."

Adjusting to Win, Advisory Council on Adjustment, March 1989.

agreements within a local area or community may bring other benefits as well. Labour force development can be brought closer together with community economic development. A visible and portable skills base may attract new investment and employers. It could also bring local employers closer together, and lead to new alliances, joint ventures and new employment opportunities.

OTAB would assume responsibility for encouraging such approaches and for contributing provincial funds to sectoral and inter-employer arrangements within the province. This could include contributions to national sectoral agreements for activities involving Ontario employers and workers.

Where agreements are developed, OTAB would require the formation of a sectoral committee — composed of labour and management. Each sectoral committee would guide training activities under its agreement, in accordance with criteria negotiated with OTAB.

"The [Sectoral Skills] Council exists for the benefit of employers and workers in the industry. It recognizes that employers and workers alike will benefit from a highly skilled, well trained workforce."

The Sectoral Skills Council: A Joint Human Resource Development Initiative in the Canadian Electrical/ Electronics Manufacturing Industry, 1990.

The level of public funds contributed by OTAB to such arrangements should depend on an employer's own level of investment in training and, in some cases, the investment by workers or their unions. To date, a useful model for future sectoral partnership can be found in Ontario's electrical/electronics industry.

Questions for Discussion

Have you additional priorities to suggest for OTAB's action on workplace and sectoral training? Of the priorities suggested above, which would you consider the most pressing for employers and employed workers?

Apprenticeship

OTAB would also assume responsibility for all provincial programs which support the apprenticeship system. Apprenticeship is an important element of workplace-based occupational training with its own unique characteristics and reform needs. OTAB would continue reform of the apprenticeship system in areas where consensus exists that reform is most needed. Broad agreement is already evident that reform efforts should:

- ✓ Increase the number of apprentices and expand apprenticeship programs into new workplaces and occupations
- ✓ Dramatically improve availability of apprenticeships for women and other under-represented groups, including aboriginal peoples and people with disabilities
- ✓ Expand apprenticeships into the school-to-work transition programs for youth.

"Article 4 of the Convention requires that vocational training systems 'meet the needs for vocational training throughout life of both young persons and adults ..."

Human Resources Development: Vocational Guidance and Training, Paid Education Leave. International Labour Conference, 78th Session, 1991.

Successful cooperation between business and labour is already evident in some areas where use of apprenticeship is dominant. The construction sector is an example of an effective labour-management partnership, where considerable consensus already exists on the value and nature of apprenticeship as the preferred approach to skills development.

It is important that where consensus like this now exists, it is preserved and supported. OTAB should provide such sectors the latitude and flexibility to enable their unique needs to determine their own training priorities. This could take the form of sectoral apprenticeship committees which would build on the current approaches which already exist.

Questions for Discussion

Three areas are noted above for which broad agreement already exists on the need for reform. Are there additional priorities which should be identified?

Do you have any suggestions on how the different sectors within the apprenticeship system can work with a high degree of autonomy while remaining under a single guiding body?

Labour Force Adjustment

OTAB would assume responsibility for the management of provincial "labour adjustment" programs. This term has generally been used to describe services for individuals and communities affected by plant closures or downsizing. Adjustment programs may include counselling of laid-off workers, assistance to labour-management and community adjustment committees, as well as financial assistance for retraining of displaced workers. In some closure situations, training and counselling services are augmented by financial supports for older workers (in the form of annuities).

A major objective in establishing OTAB would be to facilitate a skills-based adjustment policy in Ontario — an emphasis on so-called *active* labour market policy. This means greater use of retraining and "redeployment" strategies — helping workers whose jobs *may* disappear move into other jobs in the same employer, sector, or to completely different forms of employment. In turn, this would lead to less emphasis, or reliance, on *passive* policies, such as income support after job loss.

"The basic approach requires managers, workers, and their representatives at the enterprise level to confer in the early stages of introducing new technology; superficial participation or bureaucratic forms should be avoided ..."

New Technologies in the 1990s: A Socio-economic Strategy, Organisation for Economic Co-operation and Development, 1988.

"Business, in concert with workers, must prepare the work force for developments such as technological change."

Adjusting to Win, Report of the Advisory Council on Adjustment, 1989.

OTAB should encourage sectoral and employer-level initiatives to take a more "predictive" approach to job change and its adverse consequences. Many workers and employers potentially affected by economic circumstances, technological change and competitive restructuring can be identified earlier and some training needs met in advance. Such approaches may include:

- ✓ In workplaces or industries vulnerable to significant fluctuations in employment levels (including "sunset" industries), encouraging the development of joint training plans which establish, in advance, the measures to be taken in future layoff situations. Though current joint labour-management adjustment committees are effective, the time required to plan and introduce supports for workers usually means critical time is lost in the adjustment process. As well, the current focus of these committees is usually to aid workers already under notice of termination

- ✓ OTAB would encourage employers to identify particularly vulnerable workers — individuals or groups who might face exceptional difficulties if displaced, as a result of low levels of portable skills, language or other training or employment barriers. Developing training plans for these individuals recognizes their unique needs in advance of crisis

- ✓ Ensuring employees' access to retraining programs which prepare them for in-employer or inter-employer redeployment or employment in other sectors. This should include resources to support entry into self-employment for those with motivation in this direction

- ✓ Encouraging employees to assume greater responsibility for their own training decisions, in recognition that the attainment of skills and knowledge is a continuous process and that life-long attachment to a job or an employer is now a rarity. People must be prepared to change jobs, if not employers, many times in their working careers, and will therefore need continuous skills upgrading.

"The most effective approach would be to develop strategies to assist workers before they are actually laid off and are simply threateneed by structural change or, even better, to act preventively by enhancing their ability to cope with change."

Labour Market Policies for the 1990's, Organisation for Economic Co-operation and Development, 1990.

All of these approaches described above are anticipatory, rather than reactive. Where successful, they may reduce the demand for crisis supports, such as counselling, income support and retraining, *after* job loss occurs. They may also lessen the probability of job loss itself, by increasing the ability of workers to take on new responsibilities within their employers or new employment in the same or other sectors.

One useful starting point for OTAB's work in this area is the "Code of Best Adjustment Practices" contained in the former Premier's Council report, ***People and Skills in the New Global Economy***.

Questions for Discussion

This paper argues for a shift in emphasis towards greater anticipation of employee and employer needs in advance of displacement or restructuring. Are there additional approaches not mentioned above which should be pursued by OTAB?

Labour Force Entry and Re-entry

OTAB would assume responsibility for programs and services to assist individuals to enter Ontario's paid labour force for the first time, or to re-enter after a prolonged absence. This includes pre-employment training for young people, immigrants, women who are re-entering the labour force after raising families, people with disabilities and social assistance recipients. Often included in this category are programs to provide basic skills upgrading for adults, such as literacy and numeracy skills. The focus of some services in this category is to improve an individual's opportunities to participate in training programs and secure an attractive job.

"US estimates indicate that between the years 1987 and 2000, almost 90 per cent of all new labour force entrants will be women, minorities, or immigrants."

Perspective 2000, Economic Council of Canada, May 1990.

OTAB will face the challenge of substantially changing attitudes and behaviour in two critical areas:

- ✓ Firstly, to reduce and eliminate the stigma associated with many pre-employment programs and services. Programs must respond to individuals' specific needs. But users should not have to endure discriminatory labelling or other barriers to labour force development in meeting their training needs

- ✓ Secondly, all labour market partners must accept *that it is both possible and necessary to broaden equitable participation in Ontario's labour force.* The human and economic costs associated with the current high levels of non-participation are not compatible with achieving long-term competitiveness resulting in growth with equity.

"In the past, skills development has been narrow scope and short-term in time frame. We consider it socially necessary and economically rational to adopt a broader based approach."

Human Resources Talk Back, Communications and Electrical Workers of Canada, November 1990.

In this regard, among OTAB's top priorities in labour force entry/re-entry would be:

- ✓ Ensuring that entry/re-entry programs provide sound foundation skills which are attractive to employers and, for the individual, lead towards the further acquisition of skills

- ✓ Improving links between training, adjustment, education, and social services. This is critical to ensure that individuals can have access to complete packages of services which they may require

✓ Creatively exploring the boundaries between "education" and "training", leading to a less rigid approach to learning and life-long skills attainment.

A major challenge facing OTAB is to overcome a legacy of "marginalization". To date, prejudicial factors have kept many people in the margins of the workforce, or out of training programs. Such factors have included attitudes towards people's age, income, race, gender, and social status. These factors have often affected individuals' eligibility for training, and have stigmatized the training that the so-called "disadvantaged" receive. The result has been weak training and marginalized workers, both of which are unattractive to employers.

"All people in Ontario are entitled to an equal assurance of life opportunities in a society that is based on fairness, shared responsibility, and personal dignity for all."

Transitions, Social Assistance Review Committee, 1988.

Changing the attitudes and practices of employers, unions, trainers and individuals will require business and labour to play a much stronger role in the design and delivery of entry/re-entry programs together with educators, trainers and representatives of the social action groups. It will also require a greater shared commitment to providing equitable employment opportunities. Finally, it will require that artificial barriers between training for the unemployed and training for the employed be broken down.

Questions for Discussion

Three priorities are proposed to guide OTAB's work in labour force entry and re-entry. Are there additional priorities which have been overlooked?

There is a fine line between entry/re-entry training and training for employed workers on the one hand and formal education on the other. Have you suggestions regarding how this line is drawn in a way that does not create barriers to life-long learning and labour force development?

A Note on Funding of the Training System

The government accepts the evidence that, on the whole, private sector investment in training is inadequate. This is true in Canada generally and in Ontario specifically. Furthermore, the government shares the view of many in the business and labour communities, that an employers' investment in human resource development can be an important competitive advantage.

As noted earlier, increasing this net level of investment will be one of OTAB's major priorities. Over time, as the level of private sector investment grows, pubic funds will be better able to address the labour force development needs of those not yet in the paid work force.

A number of methods have been proposed as ways to generate a suitable level of private sector investment or ensure that employers carry a fair share of the cost of training and labour adjustment. One approach is to do more to promote the success stories — employers which demonstrate a commitment to developing their labour force and have the results to show for it. Another approach is to rely on "levering" funds through sectoral agreements or through "tied aid" — access to government assistance which is conditional on a suitable training investment. New financing schemes, such as a training tax or "levy", are another approach frequently promoted by organized labour as well as some business leaders.

All approaches and methods have benefits as well as disadvantages and should be meaningfully explored. However, the government believes that it should not set out for OTAB the specific means through which it should achieve the goal of increased private sector investment. It would prefer to see OTAB consider, develop and articulate its own goals and approaches, geared to achieving measurable success in a reasonable period of time. This may involve developing a number of approaches to be used at the same time or phased sequentially.

The government has confidence that when all partners are at the table, OTAB will be able to develop the means to achieve this and other goals. For this reason, no new fiscal measures, incentives or forms of assessment are proposed in this paper. While a variety of new approaches may be required in the future, wherever possible, these should arise through discussion, negotiation and consensus.

Changing Occupational Skill Requirements

Skill Level/ Years of Training	*1986 Labour Force*	*1989-2000 New Jobs*
+16 yrs.	23.0%	40.0%
13 to 16 yrs.	21.6%	17.4%
12 yrs.	8.7%	5.5%
-12 yrs.	46.7%	37.1%

Source: Employment and Immigration Canada, 1990

"... by the end of 1988 the mismatch between available jobs and available skilled workers was responsible for about one third of the unemployment rate."

Report of the CLMPC Task Forces on Labour Force Development Strategy, Canadian Labour Market and Productivity Centre, 1990.

Policy and Practices Responsibilities

In addition to OTAB's program responsibilities, it would also undertake a key role in policy development and in the initiation of new workplace and training practices. Three specific areas of responsibility would be central to the fulfilment of OTAB's policy and practices role:

- ✓ Developing a base of provincial and local labour market information and providing policy advice on the full range of labour force development issues
- ✓ Through research and innovation, developing and promoting new labour force development practices through a *"Learning Network"*
- ✓ Supporting and "animating" local boards (which will also serve functions for the federal government). This would include providing guidance, technical expertise and resources to facilitate the development and operation of local boards.

Each of the points listed above are briefly described below. One of the objectives of this paper is to encourage more suggestions and ideas on how OTAB might undertake these tasks.

Developing Labour Market Information and Policy Advice

Leading Ontario's labour force development system will require significant improvements in the process of defining high priority skills and occupations. OTAB should play a key role in this process and would need to act as a crucial link between government's broad economic priorities and labour market information collected at the local level.

"Timely and reliable data is essential to understanding emerging skill and occupational requirements and to the design of quality training programs that effectively meet these requirements."

Report of the CLMPC Task Forces on the Labour Force Development Strategy, Canadian Labour Market and Productivity Centre, March 1990.

OTAB, in cooperation with government and other provincial or national organizations, would conduct, integrate and analyze labour market research and data collected at the national, provincial, sectoral and local levels. It would also consult with labour market partners on their training needs and priorities for input into the provincial-level planning process.

One purpose of this research and consultation will be to create and maintain a system for identifying current and emerging skill demands. The system should be able to marry future trends and broad economic priorities with the needs of individuals, communities, sectors and employers. Such a system is critical if scarce resources are to be used effectively in serving both long-term economic and social objectives, along with serving the immediate needs of individuals and employers.

In addition to program-related operational policy, OTAB would also advise the provincial government on federal-provincial issues, particularly related to policy co-ordination, and the elimination of gaps or duplications arising from the current shared roles of both governments. OTAB and the Canadian Labour Force Development Board (CLFDB) will need to develop a range of formal and informal linkages as both bodies evolve.

OTAB and the CLFDB have emerged in an environment within which both the federal and provincial governments have active jurisdictional roles, which are guided largely by a federal-provincial labour force development agreement. Constitutional developments may alter the way the federal and provincial governments organize their jurisdictional and program responsibilities. Any re-alignment of jurisdictional responsibilities would have some influence over the role of OTAB. The government believes that the development of OTAB is a useful step regardless of possible jurisdictional changes. Its proposed role and mandate could readily accommodate any future changes in federal and provincial responsibilities.

However, aside from developments in this area, OTAB (as well as the CLFDB) may wish to suggest new ways of organizing federal and provincial activities to support improvement in coordination and rationalization. A number of provincial organizations suggested that OTAB administer some federal training expenditures in Ontario. One example could be that federal funds for sectoral training and adjustment agreements be allocated through OTAB. Other areas of federal spending may be equally appropriate to channel through OTAB.

The Learning Network

One of OTAB's aims is to increase dramatically the range of learning opportunities available for workers in Ontario. This would involve contributing to the development of a life-long learning system which enhances people's dignity, choice, productivity and security. For this to occur, OTAB needs a group of "connected critics", individuals whose role is to foster innovation throughout the labour force development system. This could include developing ways to equip those who have historically been excluded from policy discussions to play an effective role in OTAB and local boards.

"One of the critical elements ... is the recognition and identification of transferrable skills in language, mathematics, and physical manipulative skills."

Technological Education Consultation Paper, Phase 1, Ontario Ministry of Education, October 1990.

It is proposed that a *"Learning Network"* be established under OTAB's guidance and direction. The *Learning Network* would bring together highly skilled and creative individuals to be constructive agitators for inventiveness on training design and delivery. It would seek to spread "best practices" in labour force development throughout the province and contribute to national activities. This is a broad mandate which could embrace the following:

"... the volume of what has to be learned doubles every seven years."

Vocational Training News, European Centre for the Development of Vocational Training, January 1990.

- ✓ Making the SkillsLink/CompétencesPlus database, developed and currently operated by the Ontario Training Corporation, available to individuals and service providers, as well as employers, needing up-to-date and comprehensive information on training materials and sources

- ✓ Guidance in the development of training curricula and materials for professional trainers, training managers, line workers and tradespeople

- ✓ Promoting the incorporation of "best practices" into workplace organization, training program design and delivery, identification and evaluation of learning materials and technology and the development of expertise in curriculum design and standards for portable and generic skills

- ✓ Assisting OTAB in the development of an accreditation system to ensure the earned credits are transferable among training providers; and development of standards for preparatory training to bring individuals with special training needs into workplaces

- ✓ Building the capacity of business, labour and other partners to address training issues as they relate to sectors, regions, employers and communities. This is partially a training/education role which could be undertaken with provincial organizations representing the key labour market partners

- ✓ Acting as OTAB's "champion" of innovative training and educational practices, as part of a formal and informal life-long learning system. This could include distance training/education through the public broadcasting activities of TVO/La Chaîne — such as the proposal for a skills TV channel.

Other *Learning Network* priorities could be labour/management education, promoting new human resource development practices at the sector, community and employer level, and developing technical exchanges related to training activities and practices nationally and internationally. OTAB should also play a role in the development of positive industrial relations — particularly to achieve labour/management consensus on issues such as technology, work organization and job design.

"As the key labour market partners, business and labour must have a central role in the operation of new labour market mechanisms ... At the same time, more responsive labour market institutions must ensure active input in participation by a wide variety of community and educational groups and make full and effective use of public education resources."

A Framework for a National Training Board, Canadian Labour Market and Productivity Centre, July 1990.

The expertise required to fulfil this mandate could not lie with the *Learning Network* alone. Rather, OTAB would use the *Learning Network* to establish strategic partnerships with labour, industry, communities, academics, training experts, governments, the CLFDB and other organizations to develop and initiate projects or ventures in these are other areas.

Developing Local Leadership of Labour Force Development

At various points in this paper reference is made to local boards. Successful labour force development and evolution of a "training culture" will depend largely on the behaviours and attitudes of employers, unions, service providers and individuals at the community level. Allowing the labour market partners to exercise leadership at the local level is an essential element of this cultural change.

Views on the current system's problems at the local level have been well documented over the past few years. Some of the problems have been responded to with energetic commitment by various community organizations, such as Community Industrial Training Committees, Community Futures committees,

local advisory councils, industry-education councils, etc. However, there is almost universal agreement that major improvements are still required at the local level in four areas:

- ✓ Improved access to information, counselling and/or referral to services for individuals and employers
- ✓ Greater co-ordination of the range of existing services with a focus on elimination of duplication and gaps
- ✓ Improved labour market information, training and community adjustment needs assessments
- ✓ Need for an effective local level input into provincial and national labour market policy development.

Local boards — With similar objectives in mind, both the provincial and federal governments and the CLFDB believe that concerted, local level leadership is an integral element of achieving a more successful training system. Both levels of government acknowledge that the current system is made more complicated, in part, due to the presence of dual jurisdictions and the various funding arrangements, programs and criteria which this implies.

A key instrument for addressing the above points is the development of coordinating bodies — called local boards — led by the labour market partners at the local level. This is seen as a complementary step to the creation of the OTAB, the Canadian Labour Force Development Board as well as aboriginal training boards.

The views of organizations and individuals at the local level need to be more thoroughly heard *before* commencing the development of local boards. One objective of this paper is to note the importance of local boards within the province's labour force development system and emphasize the need for their close and interactive relationship with OTAB.

Local boards need a more thorough discussion, however, and a separate consultation "kit", developed jointly with the Canadian Labour Force Development Board and Employment and Immigration Canada, will provide some concrete ideas on the proposed mandate, key responsibilities, representation and implementation of local boards. This information will be widely distributed to local and provincial organizations shortly after the release of this paper.

"The Task Force (on Entry-Level Training) regards it as essential that those closest to the delivery of training — and those most affected by it — should be integrally involved in the establishment and updating of national standards and criteria."

Report of the CLMPC Task Forces on the Labour Force Development Strategy, Canadian Labour Market and Productivity Centre, March 1990.

Some Key Ideas Regarding Local Boards

The Ontario government, CEIC and the Canadian Labour Force Development Board together propose that local boards be established throughout the province. These boards would be composed of representatives of business, labour, social action, education/training community groups and governments present at the local level. Ontario sees the relationship between local boards and OTAB as a critical one and some ideas on the establishment of local boards are outlined below:

"What is needed is the visible, concrete existence of an agency ... This agency needs to have an active and vigorous presence at the local level and have at its disposal a variety of programmatic tools to meet different needs."

Employment Futures: Reorganization, Dislocation, and Public Policy, Paul Osterman, 1988.

- ✓ Local boards would be *jointly designated* on behalf of the provincial and federal governments by OTAB and the CLFDB. Each local board would carry out responsibilities which fulfil functions on behalf of both governments. In Ontario's case, this means that local boards would fulfil certain functions for OTAB and that their primary relationship on provincial programs will be with OTAB

- ✓ Local boards will be organized, with some flexibility, according to appropriate labour market boundaries. Boundaries will take into account local labour market factors, such as population, industry and economic structure, mobility patterns, demographics and the presence of training and community service providers, including colleges. Approximately twenty local boards are envisioned in Ontario and some possible boundaries will be suggested in the local boards document

- ✓ In many cases, local boards would consolidate many of the existing community-based structures across the province, such as Industry-Education Councils and Community Industrial Training Committees (CITCs). In some cases, however, local boards may prefer that existing structures continue with suitable adjustments in role and representation. Establishing local boards will take some time, however, and affected groups which now exist (such as CITCs) will continue to operate through a suitable transition period. Tremendous expertise is to be found in the volunteers and staff of existing community structures. These people should play a constructive role in the development of local boards in their areas

- ✓ Following the consultation process and OTAB's creation, Ontario, the federal government, OTAB and the CLFDB will finalize agreement on the key criteria and the approach to be used in developing and jointly designating local boards. It is envisioned that OTAB and the CLFDB would be responsible for promoting the development of local boards, ensuring that they are suitably representative of the labour market partners within their respective areas. It is also envisioned that OTAB would provide ongoing technical

support and funding to support planning and operations, including the development of local labour force development plans. The federal government has indicated its willingness to contribute funds to support local board activities.

The government believes that the relationship between OTAB and local boards should be viewed as one of "reciprocal obligations." Reciprocal obligations mean that local boards need to provide information, guidance and direction to OTAB in order to ensure that labour force development programs are responsive to local conditions (while achieving some degree of uniformity in standards). On the other hand, OTAB needs to provide a clear but flexible framework within which local boards can operate with as much autonomy as possible.

Questions for Discussion

Are OTAB's proposed functions in labour market information and advice, the Learning Network and support for local training boards seen as generally suitable? Are there additional functions which should be included in each of these areas?

Leadership of the Agency

OTAB's mandate will be fulfilled through activities of its leadership, its administrative organization and its close relationship with local boards.

The government's preferred approach is that leadership of OTAB be provided through a governing body and four permanent councils. Collectively these five structures, each with unique but interdependent functions, will guide all aspects of OTAB's mandate and key responsibilities.

OTAB's Governing Body

"Our central conclusion is that the status of business and labour as the two key labour market partners must be recognized by government in the process of managing change."

Report of the Business/Labour Task Force on Adjustment, Canadian Labour Market and Productivity Centre, January 1989.

The governing body would provide direction to OTAB's executive staff and would act as the primary point of contact with the provincial government. The governing body's principal functions would be to:

- ✓ **Establish the overall direction of the agency**
- ✓ **Provide strategic leadership and direction to the agency's executive staff on program and management issues as well as approve executive hiring decisions**
- ✓ **Negotiate with government the agency's memorandum of understanding and successive multi-year corporate plans, as well as report as prescribed to a Minister on progress in accordance with those plans**
- ✓ **Make program design and funding decisions within each of OTAB's spending envelopes, reflecting provincial and local labour force priorities, geographic considerations and economic circumstances**
- ✓ **Act as the formal body in conducting relationships with the CLFDB and designating local boards.**

The government has heard many views on the composition and method of appointment to OTAB's governing body. Although a significant degree of consensus among some partners is evident, compromise will be required on this issue.

Based on the government's review of the Premier's Council proposal, the apparent consensus associated with the new Canadian Labour Force Development Board, and the views heard from a wide range of provincial and

local groups, the government's preferred approach is that OTAB's governing body be co-chaired by business and labour, and have the following composition:

- Eight (8) business representatives, nominated by provincial business and sectoral associations
- Eight (8) labour representatives, with seven nominated by the Ontario Federation of Labour and one nominated by the Ontario Building and Construction Trades Council
- Four (4) representatives from provincial social action organizations (representing women, people with disabilities, racial minorities and aboriginal peoples)
- Two (2) representatives from the education and training sector
- One (1) provincial and one (1) federal ex-officio (non-voting) government representative.

Appointments to the governing body would be made by the Ontario government using a nomination process developed by each labour market partner and consistent with provincial guidelines for public appointments. This would include the expectation that fully half of the respective nominees of labour and business be women, and that both partners' respective nominees suitably reflect Ontario's racial diversity, and effective representation of francophones.

"It is our strong view that it is more important to focus on the creation of a credible system than on specific programmatic interventions."

Employment Futures: Reorganization, Dislocation, and Public Policy, Paul Osterman, 1988.

Councils to Work With the Governing Body

Four permanent councils would be established to support the governing body and provide leadership to the agency. They are the:

- Workplace and Sectoral Training Council
- Apprenticeship Reform Council
- Labour Force Adjustment Council
- Labour Force Entry/Re-entry Council.

The existence of these four councils acknowledges the particular priorities and needs within the current training system. In a way, these councils are a form of permanent sub-committees to the governing body. While the issues and priorities of each council would differ and evolve over time, the primary objectives of each council would be to:

- ✓ Recommend program design developed by OTAB's staff, for approval of the governing body
- ✓ Develop guidelines and criteria for funding decisions to be made by the agency's management under the direction of the governing body
- ✓ Ensure that the agency's programs and services are responsive to the needs of different localities, communities, sectors and clients across the province
- ✓ Provide expertise and recommendations to the governing body during the development and negotiation of the agency's multi-year corporate plans
- ✓ Fulfil management and partnership responsibilities unique to their particular functional areas, such as reviewing apprenticeship regulations or development of sectoral or inter-employer training agreements and consultations.

"A related point is the importance of co-operation at all levels of the institutions and also at all levels of government in promoting common objectives."

Training Institutions and Policies in the U.K., Germany and the Netherlands, Canadian Labour Market and Productivity Centre, November 1990.

The priorities and activities of each council would be determined by OTAB's governing body with the councils themselves. Each council would have different priorities and concerns. This is necessary if they are to become effective spokespersons for their respective labour force participants' needs.

Some of these needs are quite diverse, even within each council. Accordingly, each council should have the latitude to establish task groups or committees where required. For example, sectoral sub-committees under the Apprenticeship Reform Council could allow sectors, such as the construction trades, to exercise leadership and emphasize the reforms most appropriate to their needs.

The councils will also need to be highly interactive with one another to ensure that they promote much-needed links between the different parts of the labour force development system.

For example, the *Workplace and Sectoral Training Council* may have the primary responsibility for encouraging the development of sectoral and other inter-employer training arrangements. But it must also work closely with the *Labour Force Adjustment Council* to ensure that the design of sectoral initia-

tives takes into account labour adjustment issues and needs. Moreover, it should use the expertise of the *Labour Force Entry/Re-entry Council* to develop workplace training programs and practices which explicitly promote training opportunities for individuals who traditionally face barriers to participation in training.

In providing overall leadership, OTAB's governing body would need to ensure that its councils are committed to a common purpose. A view of the possible composition, principal responsibilities and relationship to the governing body of each council is described in Figure 1.

Figure 1 – Leadership of OTAB

Governing Body

- Representation: 8 business, 8 labour, 4 social action groups, 2 education/training community, 1 provincial ex-officio, 1 federal ex-officio
- Co-chaired by business and labour
- Provides overall direction of the agency's mandate
- Provides strategic leadership to agency's executive staff
- Negotiates and develops agency's multi-year plans, for approval by Cabinet
- Reports annually to a Minister on progress in accordance with approved plan

Councils

Apprenticeship Reform Council	*Workplace and Sectoral Training Council*	*Labour Force Entry/ Re-entry Council*	*Labour Adjustment Council*
• largely multipartite (8+8+6 formula) • develops and guides a reform agenda approved by Cabinet	• largely multipartite (8+8+6 formula) • approves sectoral agreements • approves contribution of public funds to sectoral training agreements	• fully multipartite (8+8+8 formula) • guides OTAB's link to education system, social services, and community groups	• fully multipartite (8+8+8 formula) • guides community and sectoral adjustment strategies

General Functions of all Councils:

- endorse program design for approval of governing body;
- develop guidelines and criteria for allocative decisions made by OTAB's management under direction of governing body;
- ensure program and service responsiveness to differing local and interest group needs;
- support governing body during development and negotiation of the OTAB's multi-year plans.

Initially, the government may ask provincial and community organizations to nominate candidates for council membership. However, in the future, the nomination process would be performed by the governing body itself. Like appointments to OTAB's governing body, government would apply the same requirements for the participation of women, francophones and other equity groups. Each council's composition would be similar to that of the governing body, with two exceptions proposed: the Entry/Re-entry and Labour Adjustment Councils would have combined education/trainer and social representation equal to business and labour (i.e. 8+8+8, rather than 8+8+6) given the particular nature of these councils' work.

A number of interesting suggestions have been heard so far on council representation. Firstly, that the agency's staff have ex-officio representation on each council to ensure that their expertise and understanding of the agency's operations is included in each council's decision-making process. The second suggestion is that a significant proportion of council members be drawn from local boards. This would reinforce the relationship between OTAB and local boards and emphasize the need for sensitivity to local needs and issues.

"In many ways, however, the most significant barriers to upgrading are attitudinal. Too often, the old mindsets are still in place in business, labour, and government. Canadians still see competitiveness in terms of the old paradigm ..."

Canada at the Crossroads: The Reality of a New Competitive Environment: A Study Prepared for the Business Council on National Issues and the Government of Canada, M. Porter, October 1991.

Questions for Discussion

Is the proposed leadership model (a governing body and four councils) a useful approach to balancing responsibility and the diverse but interconnected parts of the system? Do the general functions of the governing body and councils seem suitable? Should additional functions be specified?

Striking a balance in the composition of the governing body and councils is difficult. Has the approach or formula proposed achieved this balance?

Some Implications of OTAB's Mandate and Key Responsibilities

Establishing an agency with the leadership and responsibilities described above would have a number implications which could not be fully explored in one paper. However, two areas are particularly important and are worth noting. The first is the potential impact on the delivery of provincial labour force development programs. The second is the impact of OTAB on Ontario public servants and crown employees. Both are highlighted below.

Impact on Services and Deliverers

Most of the current provincial programs are not delivered by government. OTAB would assume the task — currently performed by various provincial ministries — of selecting and negotiating contracts with delivery agencies. Ultimately, OTAB may re-design, eliminate or introduce new programs and arrange for the transfer of funds to deliverers accordingly, either directly or through local boards.

"Clear and consistent program links between secondary schools and colleges should be developed to provide distinct paths to life-long learning."

Vision 2000: Quality and Opportunity, Ministry of Colleges and Universities, 1990.

Regardless of the acknowledged weaknesses of the present training system, Ontario benefits from an outstanding network of public training facilities. Colleges of Applied Arts and Technology (colleges) play a critical province-wide role as providers of service in many areas of workplace training, apprenticeship, adjustment, labour force entry and re-entry. In addition, community-based organizations have responded with creativity and flexibility to the diverse needs of Ontario's current and potential labour force participants. This is particularly evident where groups and individuals require unique forms of counselling and more specialized, tailored training programs.

All deliverers of publicly funded training are tremendously important and necessary partners in OTAB (and in local boards). Stability of service providers, particularly colleges, is important to the Government of Ontario. Each college represents a significant provincial investment which OTAB should be charged with using wisely. As well, college initiatives such as Vision 2000 are relevant and complementary to OTAB.

Program and funding changes are an inevitable aspect of OTAB's mandate — particularly at a time of significant structural economic change. The stability of Ontario's colleges and other service deliverers (and the job security of their staff) would be a significant factor in any OTAB activities which have implications for deliverers. An important provincial policy objective will be to establish guidelines within a memorandum of understanding which ensure the stability of publicly funded institutions. At the same time, OTAB would need to work with service providers to ensure that the delivery system is flexible and able to accommodate change.

The Ontario Training Corporation (OTC) was established in 1988 as a Crown Agency to stimulate training activity in the private sector and to promote training excellence in the workplace through the provision of business services and investment funds. During the consultation process, all OTC programs and services will continue to operate in their current manner and all commitments made by OTC will be honoured. During the development of OTAB, OTC programs and services will be reviewed to determine which fit within the mandate of the new agency. The government will work closely with the OTC during this consultation and transitional stage to ensure that program and staff transfer issues, if applicable, are managed well.

Impact on Ontario Public Servants and Crown Employees

The government recognizes that establishing OTAB as described above will mean transferring certain functions, as well as public servants, to the agency. Other organizational approaches are possible which would not include the transfer of these functions. However, they do not appear to offer the comprehensive authority, influence over the levers of the system, and accountability, necessary for OTAB to do the job.

The value of Ontario's public servants is recognized through the government's commitment to ensure that their interests and status are not jeopardized and that their benefits and seniority — earned through their service to the province — are maintained.

To accomplish this, a unique approach will be implemented. OTAB will have many of the attributes of existing arm's-length (schedule III) agencies in terms of policy making, operational and administrative independence.

Unlike these agencies, however, staff will be appointed under the Public Service Act, with all the rights accorded to staff working directly for ministries or with more closely held (schedule I) agencies. Public servants whose functions are transferred to OTAB will transfer with no loss in seniority or the benefits accrued through continuous service with government. OPSEU's representation and the existing collective agreement will continue to apply.

The government will work closely with all groups of public servants and with OPSEU as the agency is implemented. This includes a commitment to work similarly with affected employees in other scheduled agencies. Fair treatment of employees will continue to be a priority.

Once the final shape of OTAB is determined following the consultation process, government is committed to creating an agency sensitive to the needs

of workers, potential workers, and professionals in the field. In this regard, it is useful to clarify a number of values, or principles which the government is committed to while planning and developing OTAB:

- ✓ All methods for establishing OTAB as an agency are examined to ensure that any adverse impacts on public servants are minimized, if not eliminated
- ✓ Program reforms that are currently underway are not halted during this process
- ✓ Access to programs and services continues uninterrupted through any transitional period.

The public servants in the various ministries now responsible for training program management have demonstrated impressive dedication and commitment to clients and delivery agencies. These same individuals can play an important role in the development of a new agency in which they would be key players. The next section of the paper provides some detail on the important role public servants, as well as deliverers, will play in the consultations.

Next Steps

What is Involved in Creating OTAB?

The Ontario government is committed to establishing the Ontario Training and Adjustment Board as a new provincial agency led by the labour market partners. As noted earlier, this paper and the views it elicits from many organizations and individuals, will shape the final form of OTAB, its priorities and implementation.

Establishing a provincial agency with the mandate and responsibilities described above is an ambitious task. It is also a task with some risks for all participants. Substantive change is a risk; empowerment is a risk; cooperation is a risk. The Government of Ontario believes that at this stage in Ontario's economic and social development, the potential benefits far outweigh these risks for all participants — providing that there is a shared commitment to success. The investment in Ontario's labour force — for both competitive and equity purposes — merits this approach.

"Job training is more than an attempt to find a solution to temporary employment problems; it is also an investment for the future."

Labour Market Policies for the 1990's, Organisation for Economic Co-operation and Development, 1990.

It will be a complex challenge to implement OTAB and there are many issues and questions which need further examination. One example is the examination of the possible links between OTAB and the training aspects of social assistance reform.

The government anticipates three interconnected steps leading to the creation of OTAB:

1) Consultation on OTAB and local boards as the first steps towards implementation.

2) Based upon the above, approval by government of the final shape of OTAB, its specific mandate, responsibilities and other key features as well as an implementation process. Closely connected with this is reaching agreement with the federal government and CLFDB, on the process for establishing jointly designated local boards.

3) Appointment of OTAB's governing body and establishment of an initial core staff to work with the Ontario government on implementing OTAB and transferring responsibilities. It is expected that one of OTAB's first responsibilities will be to support and promote the development of local boards and that the CLFDB would play a similar role.

It is envisioned that this process could take between four and six months. Some of these key steps are outlined below.

Consultation on OTAB and Local Boards

The government is deeply committed to ensuring that the OTAB consultation is guided by two principles: broad participation of all interested and directly affected groups; and fair access to all participants.

To ensure that these principles are realized, the Minister responsible for OTAB, the Honourable Richard Allen, established an external consultative committee to provide him with advice during the preparation of this paper and the design of the consultation process. This group of individuals, drawn largely from the Premier's Councils and including the co-chairs of the Canadian Labour Force Development Board, will continue to provide advice and to encourage participation in the consultation process within their respective interest groups. Members of the committee will also review any responses or ideas which are sent directly to the government, outside of the formal consultation process. The names and backgrounds of these individuals are included at the end of this paper.

The government has also established an Ontario Training and Adjustment Board Project, headed by Naomi Alboim, Deputy Minister. The project team will coordinate the consultation process and continue the preparatory work within government which would allow OTAB and local boards to be established as smoothly as possible, once their final features are determined through the consultation process.

The project team will also lead Ontario's cooperative work with the Canadian Labour Force Development Board and CEIC on areas of common interest, such as development of a joint consultation paper on local boards.

Objectives of Consultation

The government hopes that the consultation process will fulfil the following broad objectives:

- to refine the proposals for OTAB and local boards
- to develop the networks and discussion among the labour market partners which will be necessary within OTAB and local boards to ensure their success
- to explore ideas on how best to achieve the reforms in the labour force development system which OTAB and local boards should lead
- to demonstrate that the labour market partners have a shared commitment to work together.

Elements of the Consultation Process

The consultation process will involve a number of inter-connected elements which are designed to ensure that the views and ideas of interested parties are included. These elements are:

- ***Provincial interest group consultations***, which will have two components. One component will focus on provincial organizations representative of the four "labour market partners" (business, labour, social action organizations and education/training service providers). The government will meet shortly with provincial organizations in each group to assist in developing a process which would allow each partner to consult within its own networks and local contacts on the proposals. This process will ensure that the views of a variety of groups, including aboriginal political organizations, could be considered fully during the consultations. The goal is to enable each partner to develop internally a collective, shared view on the proposed OTAB, as well as on local boards.

  At the same time, the government will ***conduct consultations with organizations delivering provincial programs or services***. This group includes, but is not limited to colleges, the Ontario Training Corporation, Community Industrial Training Committees, municipalities, associations of community-based organizations such as Youth Employment Counselling Centres and Help Centres, and regional and local aboriginal management boards.

"Government must encourage and facilitate the process without dictating needs and solutions; they must foster a 'training culture.'"

Adjusting to Win, Advisory Council on Adjustment, March 1989.

- ***Local level consultations***, which will focus largely on the proposed local boards. Local level consultations will be jointly sponsored by Ontario, the Canadian Labour Force Development Board and CEIC. More detailed information on this process will be included in a separate local board "kit" which will be released shortly.

- ***Internal consultations with public servants*** who are involved in the current training and adjustment programs. Aside from the formal discussions and consultations on the staffing implications associated with shifting functions to the agency, public servants within the current labour force development system will have useful and constructive advice on OTAB and local boards.

- ***A "roundtable" of the key labour market partners.*** The government sees the ideas, consensus and views generated in the above as vital information for the labour market partners who, at the provincial level, will ultimately make OTAB a success, and support those in communities to make local boards a success. It is proposed that the partners meet in a formal round-table with the Ontario government. The federal government and CLFDB will also be invited in a participant/observer role. The roundtable will result in final recommendations on the implementation of OTAB and local boards; nominations for OTAB's governing body; and possibly developing a direction-setting document to guide OTAB and government through the initial year or two of OTAB's life.

Establishing OTAB

The government anticipates that following the consultation process and government approval of the final shape of OTAB, the labour market partners will be asked to share responsibility for setting up OTAB.

This process of shared responsibility could take a number of forms. The government's preferred approach is to appoint OTAB's governing body and provide it with a core staff. OTAB would then work with government throughout the implementation process. This could involve assisting in tasks such as:

Designing Accountability — Determining the form of OTAB's legislation, memorandum of understanding and other possible mechanisms for setting the agency's structure and ensuring its public accountability. This means fashioning a way that the government's priorities can be met while allowing OTAB the latitude and flexibility to fulfil its mandate.

Government policies and priorities change over time. As well, the priorities of government are sometimes broader than those of the labour market partners. The following provides examples of some of the priorities and policies to which the government believes OTAB should be responsive:

- ✓ ***Economic and industrial development objectives*** Government must set both the objectives and priorities for economic and industrial development. Labour force development policy is a critical tool to serve these objectives.

- ✓ ***Regional relevance*** Differences in local needs and circumstances must be recognized when new services and programs are introduced or existing ones are revised or renewed.

- ✓ ***Equity and access*** The private sector has not yet consistently demonstrated a commitment to equity and access for all Ontarians in its training activities sufficient to meet government objectives, the needs of individuals and of the economy as a whole.

- ✓ ***Francophone rights*** Acquired rights or services for the Francophone community must be maintained in a transfer of responsibility for delivery of services to the public.

- ✓ ***Aboriginal self-government*** Ontario recognizes the need for a mutual understanding of the government(s) to government relationship between the First Nations and Ontario, and is committed to the First Nations' inherent right to self-government. Ontario is also committed to developing, in consultation with aboriginal peoples, policies, programs and services which support self-determination, self-reliance and protection of aboriginal cultures.

✓ ***Role of colleges*** Ontario's Colleges of Applied Arts and Technology account for about 70% of adult training activity in the province. An important provincial policy objective will be to establish guidelines within a memorandum of understanding which ensure the stability of publicly-funded institutions.

Transferring of Responsibilities — Decisions will be necessary on the best approach for OTAB to assume its mandate and responsibilities as quickly and as effectively as possible. It is neither feasible nor desirable to burden a new agency with all its possible responsibilities immediately. As a result, a phased assumption of responsibilities is likely.

Factors which may influence the sequence or timing for the assumption of responsibilities are: the emergence of labour market partners' consensus on key issues; the need to work quickly with community groups to develop local boards; the "transferability" of program management responsibilities (i.e. those not based on legislation and with little or no direct delivery are easier to transfer); the need to ensure that increasing the private sector's investment in training is a priority; and, the current state of program development (some programs are under review, while others are well established operationally).

While the consultation process is going on, the OTAB project team will examine a variety of approaches to the transferring of responsibilities, based on the views of the ministries concerned and ideas generated in the consultation process.

"One of the key economic challenges facing Ontario in the new global economy is ensuring that working people receive the education and training they need. At a time of fundamental economic restructuring, training becomes a major policy tool to help workers and business adjust to new forms of competition."

Ontario Budget, 1991.

"The creation of this independent decision-making authority ... would transfer responsibility for Ontario's workplace training strategy out of government ministries to the labour market parties where the demand originated, the decisions are needed and the solutions are delivered."

People and Skills In the New Global Economy, Premier's Council on Technology, 1990.

Questions for Discussion

A number of steps and issues associated with establishing OTAB and local boards are addressed above and mentioned elsewhere in the paper. Are there issues regarding the implementation of OTAB or local boards which you have comments on?

The paper suggests that, subsequent to the consultation process and Cabinet approval, the labour market partners share responsibility for tasks leading to the establishment of OTAB and local boards. One proposal is that OTAB's governing body be appointed, based on nominations, and using a core staff, work with government throughout the process of implementation. Do you have suggestions or views on how this is best arranged?

How to Ensure that you or your Organization Participate in the Consultation Process

The views of all interested organizations and of current or future labour force participants are welcomed.

Should you or your organization wish to provide comments or suggestions directly to the government, should you wish more information about the consultation process, or should you simply wish additional copies of this document, please contact:

Ontario Training and Adjustment Board Project
9th Floor,
595 Bay Street
Toronto, Ontario
M5G 2C2

Tel: 1-800-387-5656
1-800-387-0743 (T.D.D. line)

Members of the Minister's OTAB External Consultative Committee

Carol Cayenne (Toronto) — is founder and chair of Parents Against Poverty, a grass-roots organization which assists men and women living in poverty through peer counselling, food banks and leadership. She is also a community health worker at the Lawrence Heights Community Health Centre. Ms. Cayenne has been a strong grass-roots anti-poverty activist for the last 10 years.

Gérard Docquier (Ottawa) — is currently the labour co-chair of the Canadian Labour Force Development Board. Prior to this appointment, he was national director of the United Steelworkers of America (Canada) from 1977 to 1991. Mr. Docquier was a founding director of the Canadian Labour Market and Productivity Centre. In 1984, along with the President of Stelco, he spearheaded the creation of the Canadian Steel Trades and Employment Congress. In 1985, he established the Steelworkers Humanity Fund which raises funds each year for aid and development in the Third World and Canada.

Leo Gerard (Toronto) — is national director of the United Steelworkers of America. He began his career as a miner with INCO, and served as a USWA representative in Elliot Lake. He was instrumental in negotiating increased roles for miners in the uranium industry, and has been active in health and environmental issues related to the mining industry. In addition to his USWA responsibilities, he participated in drafting the federal uranium mining regulations as part of a tripartite commission working with the Atomic Energy Control Board. He was appointed as a member of the Premier's Council in 1986.

Basil (Buzz) Hargrove (Toronto) — is currently the labour co-chair of the Canadian Labour Force Development Board sub-committee on local boards. Mr. Hargrove is also the assistant to the national president of the Canadian Auto Workers (CAW). He serves as liaison between national staff and local unions across Canada, and is involved in all major bargaining including the auto, aerospace, airline and fishing industries. In addition, he plays a major role in international affairs for the union in Canada. Prior to this appointment in 1985, Mr. Hargrove was Administrative Assistant to the UAW international vice-president.

Bill Kuehnbaum (Sudbury) — is first vice-president/treasurer of the Ontario Public Service Employees Union in Toronto. He is on leave from Cambrian College in Sudbury where he taught for the past 20 years. An experienced educator, he participated in the Vision 2000 exercise, the province's major strategic review of the college system. Mr. Kuehnbaum is a member of the Ontario Federation of Labour's education committee, and their sub-committee on training. In addition, he served as OPSEU northern Ontario vice-president for several years.

Andrée Lortie (Ottawa) — Since November 1989, Andrée Lortie has been President of La Cité collégiale, Ontario's first French-language college of arts and technology. Mrs Lortie's deep commitment to the community is demonstrated through her participation as a member of the Advisory Committee for TVOntario, Vice-President of L'ACFO régionale d'Ottawa-Carleton, President of the Francophone Advisory Committee for Employment and Immigration Canada, and member of the Conseil de l'Éducation franco-ontarienne.

Douglas Maracle (Deseronto) — is the chair of the Hastings County Board of Education. He is also deputy grand chief of the Association of Iroquois and Allied Indians, and is serving as councillor for the Tyendinaga Mohawk Council. Mr. Maracle has played a leadership role in community activities pertaining to education, youth, welfare and employment issues. He is a long-time employee of Ontario Hydro and steward of its union.

George Peapples (Oshawa) — is president and general manager of General Motors of Canada Ltd., vice-president of General Motors Corporation, and a member of GM's Administration Committee. He began his career with GM in 1964, and served as assistant secretary for the Navy, United States Department of Defense from 1977 to 1980, for which he received the Distinguished Public Service Award in 1980. Mr. Peapples is a member of the Business Council on National Issues and is currently serving as a vice-chairman of The Conference Board of Canada. He was appointed as a member of the Premier's Council in 1986.

Fred Pomeroy (Ottawa) — is national president of the Communications and Electrical Workers of Canada in Ottawa. He began his union career with Saskatchewan Telecommunications in 1957 before leaving to become a service representative for the Communications Workers of America.
Mr. Pomeroy is a vice-president of the Canadian Labour Congress. He was appointed as a member of the Premier's Council in 1986.

Carl H. Sulliman (Toronto) — is currently the executive director and chief operating officer of the Ontario Federation of Agriculture. He previously served with the government of Ontario in various capacities from 1982-1988. In addition, he is an ordained minister with the United Church of Canada.

Laurent Thibault (Ottawa) — is currently the business co-chair of the Canadian Labour Force Development Board. Prior to this appointment, he was president of the Canadian Manufacturers' Association from 1985 to 1991. Mr. Thibault began his career with the firm of Kates Peat Marwick and Company in 1968 as an economic analyst. He is currently member of the Executive and the Board of Directors of the Canadian Labour Market and Productivity Centre.

Colin Wasacase (Kenora) — is executive director of the Ojibway Tribal Family Services. He is a respected member of the aboriginal community and was involved in sub-committee work with the former Council on Health Strategy.

Dennis Williams (Oakville) — is chair and CEO of General Electric Canada Inc. in Mississauga. He has worked almost exclusively with GE since 1968 including positions as General Manager, GE's Small Commercial Engine Business, and as president and general manager of GE's Aerospace Business in Europe, the Middle East and Africa. Mr. Williams is a member of the Business Council on National Issues, a director of the Conference Board of Canada, and the York School of Administrative Studies Advisory Council at York University. He was appointed a member of the Premier's Council in 1991.

Gordon Wilson (Toronto) — has been president of the Ontario Federation of Labour since 1986. He joined the UAW in 1961 and pursued a career as a labour educator, joining the Canadian Labour Congress education department in 1967. He has studied, organized and taught in labour education systems in Canada, Europe and the Caribbean, and also served as a service representative for union members throughout the late 1960s and early 1970s. He was appointed as a member of the Premier's Council in 1986.